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ABSTRACT

Summarized in this document are the activities, conclusions, and proposed recommendations enacted by members of the 53rd session of the International Labour Conference. Contents by chapter include: (1) Proceedings of the 53rd Session of the Conference relating to Special Youth Employment and Training Schemes for Development Purposes, and (2) Proposed Text of the Recommendation made concerning Special Youth Employment and Training Schemes for Development Purposes. The purpose of this report was to provide the Proposed Text to governments so that governments might suggest amendments or make comments. A second related document containing more conclusive information is available in this issue as VT 019 084. (SN)

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REPORT VI (1)

International Labour Conference

FIFTY-FOURTH SESSION

GENEVA, 1970

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Sixth Item on the Agenda

Special Youth Employment and Training Schemes for Development Purposes

GENEVA
International Labour Office
1969

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The designations of countries employed, which are in conformity with United Nations practice, and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country or territory or of its authorities, or concerning the delimitation of its frontiers

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INTRODUCTION

On 23 June 1969 the International Labour Conference, meeting in Geneva at its 53rd Session, adopted the following resolution :

The General Conference of the International Labour Organisation,

Having adopted the report of the Committee appointed to consider the eighth item on the agenda,

Having in particular approved as general conclusions, with a view to the consultation of governments, proposals for a Recommendation concerning special youth employment and training schemes for development purposes;

Decides that an item entitled " Special youth employment and training schemes for development purposes " shall be included in the agenda of its next ordinary session for a second discussion, with a view to the adoption of a Recommendation.

By virtue of this resolution and in accordance with article 39, paragraph 6, of the Standing Orders of the Conference, the Office is required to prepare, on the basis of the replies from governments to the questionnaire [1] communicated to them in 1968 and in the light of the first discussion by the Conference, the text of a proposed Recommendation and to communicate it to governments so as to reach them not later than two months from the closing of the 53rd Session of the Conference, asking them to state within three months whether they have any amendments to suggest or comments to make.

The purpose of the present report is to transmit this text to governments for any such amendments or comments. The proposed text is based on the Conclusions adopted by the Conference at its 53rd Session.

Governments are requested, in accordance with the Standing Orders of the Conference, to submit any amendments or comments with regard to the proposed text as soon as possible, and in any case so as to reach the Office in Geneva by 30 November 1969 at the latest. Governments which have no amendments or comments to put forward are requested to inform the Office by the same date whether they consider the proposed text to be a satisfactory basis for discussion by the Conference at its 54th Session.

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[1] ILO: *Special Youth Employment and Training Schemes for Development Purposes*, Report VIII (2), International Labour Conference, 53rd Session, Geneva, 1969 (Geneva, 1969).

CHAPTER I

THE PROCEEDINGS OF THE 53rd SESSION OF THE CONFERENCE RELATING TO SPECIAL YOUTH EMPLOYMENT AND TRAINING SCHEMES FOR DEVELOPMENT PURPOSES

Extracts from the Report of the Conference Committee

1. The Committee on Youth Schemes, set up by the Conference at its third sitting on 5 June 1969, consisted originally of 129 members (72 Government members, 19 Employers' members and 38 Workers' members). To achieve equality of voting each Government member had 19 votes, each Employers' member 72 votes, and each Workers' member 36 votes. At its seventeenth sitting on 14 June 1969 the Conference changed the composition of the Committee to 128 members (72 Government members, 18 Employers' members and 38 Workers' members) and in consequence each Government member had 38 votes, each Employers' member 152 votes, and each Workers' member 72 votes. At its twenty-eighth sitting on 20 June 1969 the Conference changed the composition of the Committee to 124 members (72 Government members, 14 Employers' members and 38 Workers' members) and from that date each Government member had 133 votes, each Employers' member 684 votes and each Workers' member 252 votes.

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General Discussion

6. In introducing the subject, the representative of the Secretary-General emphasised the seriousness of the problem of untrained and unemployed youth, particularly in the developing countries. A wide variety of special youth employment and training schemes had sprung up in many countries to attempt to deal with this problem. He described the various types of programme and suggested the part which they might play in the World Employment Programme. He defined the task of the Committee as that of attempting to determine standards for such special schemes, as they did not always lend themselves to the application of existing international labour standards.

7. Several Government members commended the decision of the Governing Body to place this item on the agenda of the Conference and expressed broad general agreement with the Proposed Conclusions. However, the Australian Government member recalled the view expressed by his Government that it would be more appropriate to adopt observations and conclusions, as had been done in respect of labour departments at the 36th (1953) Session of the Conference.

8. A recurrent theme in almost all interventions was the recognition of the seriousness of the problem of unemployed and untrained youth in developing countries, which one Government member indeed described as " frightening ". This problem was unique in history and led to a sense of frustration which it would be difficult to exaggerate. However, members felt that the seriousness of the situation should not lead the Committee to suggest measures which might have the effect of lowering present standards. Certain members expressed at the outset misgivings that some of the proposals made in the Office text relating to acceptable forms of compulsory participation in certain programmes might be in conflict with provisions of the forced labour Conventions. Several members stressed the inherent advantages of voluntary enrolment. Speakers generally insisted that the Committee's proposals must be compatible with existing international labour standards and with decisions of the Committee of Experts on the Application of Conventions and Recommendations ; wherever the present Committee felt that certain types of programme which contained provisions for compulsory participation were not in conflict with the forced labour Conventions, this should be clearly stated.

9. The Government member of the USSR summarised the minimum requirements for the proposed instrument as follows : (1) the schemes should be compatible with existing international labour standards ; (2) their aim should be clearly formulated ; (3) they should be established within the framework of national plans for economic and human resources development ; (4) they should be free from discrimination ; (5) they should be run by a central national body ; and (6) at the end of such schemes there must be employment opportunities. He was supported in this statement by a number of other Government members.

10. Members from several industrialised countries indicated that such schemes would have no application in their own countries, but they appreciated the need for the schemes in many developing countries. Other speakers considered, however, that there was, in some situations in industrialised countries, a need for special programmes of this kind.

11. Several members described special programmes operating in their own countries, some of which had had impressive results ; on the other hand, one Workers' member asserted that in some instances such programmes were either window-dressing for foreign consumption or ways of obtaining cheap labour. One member reported that in his country participants emerged from the schemes with a noticeably sharpened spirit of motivation, self-reliance and dedication, and another referred to a flourishing programme in his country which operated outside the normal employment legislation and which constituted a valuable contribution to development, as well as giving participants useful technical and civic education.

12. Nevertheless, several speakers emphasised that in the long run the only solution was that of economic growth and the development of regular education and training systems which would reach all young people.

13. Several Government members from the developing countries mentioned that the problems had been made more acute by changes in the social environment and by the migration of rural youth to the towns. This imposed, on the one hand, measures to encourage young people to remain in agriculture, for instance by agricultural training followed by a grant of free land and, on the other, measures to help in the integration of rural youth into the urban areas.

14. Another speaker underlined that this was a dual problem of finding productive employment for millions of young people and making full utilisation of existing human resources. He described such schemes as "holding operations" which created temporary employment in development projects and were neither forced labour nor "cheap" labour. On the solution of these problems would depend the future of democracy in developing countries. Several other speakers emphasised that the schemes had social as well as economic objectives. It was also argued that these schemes offered a way of correcting the previous emphasis in education on preparation of young people for clerical jobs and of relating education and training better to the employment opportunities which would be available ; in the immediate future these might comprise primarily opportunities in the rural areas, but it was to be hoped that this would not always be so. Two members considered that the schemes would stand little chance of succeeding unless the economic system was changed and a new ideological basis was laid down.

15. The schemes, it was suggested by other speakers, might have special significance both for countries which had been at war, and where there were therefore many thousands of demobilised young soldiers to train and settle, and for countries which had refugee problems.

16. Several speakers stressed the value of co-ordination of the activities of the various international organisations and hoped for more international co-operation in such forms as exchange of information, the sending of volunteers and the training of leaders for the schemes. One Government member stressed the need for an interdisciplinary approach and referred to assistance given by his Government to a number of developing countries in setting up integrated youth schemes.

17. The representative of the United Nations gave an account of an inter-regional seminar which had been convened in 1968 by the United Nations in collaboration with the ILO and the Danish Government. The meeting was attended by a number of officials responsible for special youth schemes. It illustrated the effectiveness of inter-agency co-operation for the future of the national youth service programmes. The United Nations placed emphasis on the relationship of these schemes to total national youth policy and wider measures of social planning. The seminar's discussion of objectives revealed a desire that the national youth service programmes should enable the participants to see their work in relation to the whole process of social change. With regard to the content of national youth service programmes, the seminar recommended more emphasis on schemes combining production with training and the improvement of the content of

vocational training for girls. It advocated greater stress on the social and international education offered as well as the progressive introduction of more active methods of teaching. The seminar expressed the hope that the help of the United Nations and the specialised agencies would be forthcoming for the development of national youth service programmes as well as for technical training.

18. Several members saw difficulty in dealing in one instrument with two rather different types of scheme—those devised for unemployed and uneducated youth and those designed to provide an opportunity for educated young people to render service to their countries. Others, pointing to the complementary nature of the two types of scheme, emphasised that the latter type helped to reduce the incidence of " educated unemployment " and to avoid the frequent isolation of educated youth from the real needs of the common people in backward areas of their countries.

19. Concern was expressed by some members about the title of the item on the agenda. The word " special " was not precise and might be thought to include special programmes covering groups such as disabled youth or young migrants. Moreover, it might happen that, if the schemes were successful, in ten years' time they would no longer be " special " but would be a regular part of human resources development programmes. Other members suggested that it would be better to reverse the order of the words " employment and training " to " training and employment ".

20. A common theme in several interventions was the need for more emphasis on the participation of workers' and employers' organisations and of voluntary youth organisations in the actual planning and management of schemes. This, it was thought, would be a good way both of forestalling abuses and of relating the training to realistic employment opportunities.

21. Another point which several speakers felt had been insufficiently stressed in the Proposed Conclusions was the importance of the financing of the schemes ; the text should give more detail in this respect.

. . . . . .

Examination of the Proposed Conclusions in Report VIII (2)

I. Form of the Instrument

Point 1

23. It was agreed that the instrument should be a Recommendation and Point 1 was adopted unanimously.

II. Preamble

Point 2

24. The Workers' members submitted an amendment to make it clear in clause *(b)* that the schemes were designed to give young persons the necessary skills

to enable them to adapt to the pace of a changing society and, with some minor drafting changes, this amendment was adopted. At the suggestion of the Employers' members, the word " new " was removed from clauses *(b)*, *(c)* and *(d)*. At the suggestion of the Workers' members clause *(d)* was put in the form of a positive statement. The Preamble was adopted subject to those changes.

III. Nature of Special Schemes

Point 3

25. At the suggestion of the Government member of Argentina, it was agreed that throughout the text the term " economic and social development " should be used in place of " development ", wherever appropriate.

26. Three rather similar amendments were submitted by the Government members of Belgium and Switzerland and by the Workers' members. Discussion revealed that there was no disagreement on points of substance and the Committee referred the drafting of the amended text of this Point to its Drafting Committee.

27. Subject to these changes, Point 3 was adopted.

Point 4

28. An amendment submitted by the Workers' members, having the effect of removing some of the limiting factors in the definition in the Office text and thus making the category of " special " schemes covered by the proposed instrument more general, while at the same time indicating that they were to meet needs " not yet met " by other programmes, was adopted with some minor subamendments. Point 4 was adopted subject to this change and to the reservations of the Government member of Liberia.

Point 5

29. An amendment to Point 5 *(b)*, submitted by the Government member of the Malagasy Republic and aimed at deleting the words " in particular " before " agricultural and rural development " was put to a vote and was adopted by 2,023 votes in favour, 171 against, with 224 abstentions. A slightly revised wording of clause *(d)* proposed by the Government member of the United Kingdom was adopted. Subject to these amendments, Point 5 was adopted.

IV. General Principles

Point 6

30. An amendment submitted by the Government members of the countries belonging to the European Economic Community (EEC) represented on the Committee (Belgium, France, Federal Republic of Germany, Italy and the Netherlands) to refer throughout the text to " ordinary educational and vocational

training programmes " rather than " regular educational and vocational training programmes " and a number of rather similar amendments were withdrawn after discussion had revealed that the majority of the Committee favoured retention of the word " regular " as the best opposite to the word " special ". An amendment to Point 6 (2) submitted by the Government members of Australia and Switzerland and designed to emphasise the interim character of special schemes was then adopted. The Tunisian Government member recorded his reservations concerning both these decisions. Point 6 was adopted as amended.

Point 7

31. Point 7 was adopted without change.

Point 8

32. Point 8 was the subject of a number of amendments, elements of which, after discussion, were combined to form a subamended version of an amendment submitted by the Government members of the countries belonging to the EEC represented on the Committee. This had the effect of adding references to the safeguarding of human dignity and to the development of the personality of participants and making it clear that " responsibility " comprised both individual and social responsibility. Subject to these changes Point 8 was adopted.

Point 9

33. Point 9 was adopted subject to a minor simplification of the wording proposed by both the Workers' members and the Government members of the countries belonging to the EEC represented on the Committee.

Point 10

34. A clearer wording resulting from suggestions made by the Government members of Yugoslavia and Australia was adopted.

V. Participation

Point 11

35. Point 11 was adopted subject to an amendment submitted by the Employers' members specifying that selection methods should be used, and an amendment submitted by the Yugoslav Government member which provided that " age " should be added to the list of factors to be taken into account.

Point 12

36. Point 12 was adopted subject to an amendment to make it clear that the age-limits for participation in schemes should take account of international labour standards regarding the minimum age for admission to employment.

Point 13

37. This Point, which provided that participation in schemes should be voluntary but which foresaw a limited number of cases in which national laws or regulations might exceptionally place participation in a scheme on a compulsory basis where this was required in the national circumstances to achieve the objectives of youth schemes as formulated in Point 3, and subject to the scheme complying with the terms of the proposed Recommendation, was the subject of lengthy discussion.

38. The representative of the Secretary-General gave some explanations on the drafting of this Point. Compulsory youth employment and training schemes existed in a number of countries which were concerned with the problem of unemployed, and mostly unskilled, youth. These schemes were designed to complement general, civic and, above all, vocational education, while at the same time contributing to the development of the country. Some schemes were undertaken within the framework of compulsory military service; others were an alternative to such service, and others again were unconnected with it. A particular type of scheme provided for the service of youth with education or technical qualifications in remote regions of a country. But it had to be realised that compulsory service might entail certain dangers such as the exploitation of participants. It seemed desirable to consider international standards to protect these young persons from exploitation. The Committee of Experts on the Application of Conventions and Recommendations had studied the application of the forced labour Conventions and had come to the conclusion that not all compulsory programmes could be condemned. A distinction had to be made between compulsory participation in educational and training programmes and the imposition of compulsory labour in the sense of the forced labour Conventions. The Committee of Experts on the Application of Conventions and Recommendations has also found service obligations for educated young persons admissible at certain stages of development. For this reason the Office had consulted governments on the principle of compulsory participation, and the Proposed Conclusions had been drawn up on the basis of the replies received. The replies showed recognition of the fact that compulsory programmes existed and of the desire to establish rules which would protect young participants and ensure the organisation of special programmes in the interests of youth and of the community. If all compulsory arrangements were excluded from the proposed instrument, governments having compulsory schemes might assume that the instrument did not apply to them and consequently youth protection might be weakened. But it was for the Committee to give its opinion on this matter.

39. The Workers' members submitted an amendment aimed at restricting the scope of the proposed Recommendation to schemes in which participation was voluntary. This was supported by the United States Government member. Several Government members, particularly those from African countries, found this unacceptable. The Government member of Uganda said that, while his Government

had hitherto emphasised voluntary participation, it considered that the fight against disease, poverty, ignorance and illiteracy might in future make certain compulsory schemes necessary. The Nigerian Government member stressed that African countries saw these schemes as a form of education and therefore as justifying compulsion in certain cases. The Moroccan Government member considered that participation in special schemes could be compulsory in the same way as primary education but that subsequent employment should be voluntary. The Government member of Cameroon considered that the forced labour Conventions were sufficiently explicit to prevent any abuses, that emergency measures were needed in developing countries and that compulsion was not necessarily exploitation. The Government member of the United Arab Republic associated himself with these observations and expressed the view that international standards were needed to regulate those types of scheme which were compatible with the forced labour Conventions.

40. The Indian Government member asked for the advice of the Assistant Legal Adviser on two points: first, if a country which had ratified the forced labour Conventions carried out schemes in contradiction with these Conventions, could the Conventions be invoked? Secondly, could provisions that were in contradiction with the forced labour Conventions be introduced into the proposed instrument? In reply the Assistant Legal Adviser said that the forced labour Conventions were binding for countries having ratified them and that any scheme which violated these Conventions would be condemned. With regard to the second question she said that the Conference was sovereign in its decisions, but it would be unfortunate if one session adopted standards that were in conflict with instruments adopted at another session which were included in the International Labour Code. However, the Committee of Experts on the Application of Conventions and Recommendations had admitted that there were problems of interpretation as to what constituted forced labour in the sense of the Conventions; compulsion was not necessarily the same as forced labour.

41. The United States Government member considered that if there was to be compulsory service for educated persons this should be admitted only where it was part of their training curriculum. He was opposed to any exceptions permitting the use of a military framework for the schemes. There did not seem to be a need for compulsion, as several members from developing countries had pointed out that they had more volunteers than they could cope with.

42. The Indian Government member then put three further questions to the Assistant Legal Adviser. First, was it correct to say that, if a curriculum had a compulsory continuation, this would not be considered as forced labour? Secondly, if, before training, a bond for service after training was accepted, was it right to say that this was not forced labour? Thirdly, was it agreed that compulsory military service was not to be considered as forced labour? In reply the Assistant Legal Adviser said that these questions should in fact be directed to the Committee of Experts on the Application of Conventions and Recommendations rather than to

her. The Committee of Experts had found that schemes with a strong element of education or training did not attract the forced labour Conventions, and the same was true of bonds accepted before training. These were cases that had arisen so far.

43. The Iranian Government member stated that in his country no great difference was felt in practice between compulsory and voluntary schemes because young people wanted to promote the development of their country. The Indonesian Government member said that in his country a compulsory service period of two years existed only for medical graduates and that the enthusiasm for voluntary schemes was so great that not all volunteers could be accepted. The Government member of Guyana said that his Government ran schemes which were not compulsory but that in the near future it might have to insert some element of compulsion into some schemes.

44. The United Kingdom Government member stated that it was clear from last year's report of the Committee of Experts on the Application of Conventions and Recommendations that that Committee hoped for some clarification from the present Committee concerning permissible types of compulsory service, and it was important that the views of members should be included in the present Committee's report. He regarded it as unfortunate that three different categories of scheme had been dealt with in the proposed instrument. For the first category—schemes to combat youth unemployment—volunteers seemed to come forward in greater numbers than could be absorbed, and the major problem was finance. The second—the use of conscripts in the armed forces for non-military work—he regarded as being in conflict with the Forced Labour Convention, 1930 (No. 29), and he favoured the elimination of clause *(b)* dealing with this category. In the case of clause *(c)*, dealing with service by educated persons, obligations should be limited to those accepted before entry into training.

45. The Employers' member of the Federal Republic of Germany considered that the category dealt with in clause *(a)* was not very different from compulsory education, that clause *(b)* should be closely tied to the provisions of clause *(a)* and that clause *(c)* should apply only to those who knew they had to do a period of service after training. The spokesman of the Workers' members thought that voluntary schemes would stand a better chance of attracting outside financial help. The Tunisian Government member held that compulsion was not necessary and might even make schemes less effective. He considered the question of compulsory service for educated young people less relevant to the main problem and regretted its inclusion.

46. The Government member of Uganda maintained that governments in the industrialised countries had in the past used, and still used, compulsion in such matters as taxation, military service or education to promote the well-being of society, and developing countries which had not reached the same stage of development had to use all means at their disposal. He found the Office text quite satisfactory.

47. The United States Government member recorded the opposition of his Government to Point 13 as drafted. Clause *(a)* went far beyond the conclusions of the Committee of Experts on the Application of Conventions and Recommendations; clause *(b)* did not escape the prohibitions of the forced labour Conventions; and clause *(c)*, in its present form, he regarded as being in opposition to those Conventions.

48. The Government member of Gabon supported the position taken by the Government member of Uganda, as he considered it necessary for developing countries to fight illiteracy and poverty by all possible means, and he pointed out that in the Office text compulsory participation would still remain exceptional. He hoped that the Committee of Experts on the Application of Conventions and Recommendations, in interpreting instruments, would fully take into account the local circumstances in the developing countries.

49. As there was a clear divergence of views and no compromise appeared possible in discussions in the full Committee, it was agreed to set up a small working party representing the different opinions expressed, with a view to presenting an amended wording which might be acceptable as a compromise to a majority of the Committee. The Working Party was composed of the Reporter of the Committee who acted as Chairman; the Government members of Cameroon, Tunisia, Uganda, the United Kingdom and the United States; the Employers' members of Ceylon and the Federal Republic of Germany; and the Workers' members of Canada, Malaysia and Nigeria.

50. The Chairman of the Working Party presented its proposals for the amendment of Point 13, which read as follows:

> "13. Participation in such schemes should be voluntary: provided that, where existing international standards dealing with forced labour, vocational training and employment policy are not contravened, exceptional methods of recruitment may be permitted. Schemes in respect of which such exceptional methods can be permitted may include—
>
> *(a)* schemes of education and training involving obligatory enrolment of unemployed young people within a definite period after the age-limit of regular school attendance;
>
> *(b)* schemes for young people who have previously accepted an obligation to serve as a condition of being enabled to acquire educational or technical qualifications of special value to the community for development."

He explained that the introductory part of the text was based on a proposal by the Workers' members put forward in a spirit of compromise. The Working Party had dropped clause *(b)* of the Office text completely. Clauses *(a)* and *(c)* had been modified, largely on the basis of an amendment previously submitted to the Committee by the United Kingdom Government member. In consequence of its proposed amendments the Working Party also proposed the deletion of Point 14.

The Working Party had not been unanimous; the Government member of Uganda considered the new version too restrictive and the United States Government member had reservations regarding the new clause *(b)* dealing with the obligation to serve previously accepted by young people as a condition for being enabled to acquire educational or technical qualifications. Nevertheless, the new version represented a genuine effort to arrive at some consensus of opinion.

51. The spokesman of the Workers' members said that his colleagues were anxious to find a compromise solution if possible, but that the United States Workers' member still expressed reservations on the new version and desired the inclusion of provision for inspection of the " exceptional method " proposed and the deletion of the references to " obligatory enrolment " and " obligation ".

52. The Government member of Uganda reserved the position not only of his Government but also that of the governments of many other developing countries. These countries were not asking for a blank cheque; nevertheless their disadvantaged young persons needed firm guidance and consequently an element of compulsion might sometimes be required. He requested that the Office text, which reflected the answers of a majority of governments to the questionnaire, should be accepted. He was supported by the Government members of Burundi, the United Arab Republic, Nigeria, Tanzania, Brazil, Cameroon, Liberia, Rumania and Gabon.

53. The spokesman of the Employers' members expressed the Employers' members support for the new text, but recorded the reservation of the Italian Employers' member.

54. The Workers' member of the United Kingdom asked for clarification as to procedure for the supervision of the application of a Recommendation. In reply the representative of the Secretary-General said that the only procedure was that laid down in article 19 of the Constitution, which provided that the Governing Body could call at appropriate intervals for reports on the application of particular Recommendations. In this connection the Indian Government member considered that any proposal to insert in the proposed Recommendation special provision for supervision of its application would be opposed by governments.

55. The United States Government member suggested that a solution might lie in adopting two separate instruments, one dealing with work service schemes, the other with education and training schemes. He also suggested that it might be desirable for the ILO to review the Forced Labour Convention, 1930 (No. 29), and the Abolition of Forced Labour Convention, 1957 (No. 105).

56. At this point several questions were addressed to the Assistant Legal Adviser. The Government member of the United Kingdom asked whether the proposal put forward in clause *(b)* was compatible with the Forced Labour Convention, 1930, and if not, whether its inclusion was legally permissible. The Assistant Legal Adviser recalled that the Office and its legal staff had no special

competence to interpret the provisions of an international labour Convention and that the Forced Labour Convention, 1930, remained binding on over 100 member States, so that the question whether the Conference had power to adopt a Recommendation conflicting with it was accordingly almost irrelevant. The basic issue regarding Point 13 was that of the margin of judgment left to the competent organs and bodies in the application of the terms of a Convention adopted nearly forty years ago to a problem which had come into prominence in the last ten years. The Office, in preparing the draft of this Point, had sought to submit to the Conference, for discussion, a formulation of the circumstances in respect of which such a margin of judgment might be considered to exist. As regards the specific circumstances at issue, namely " schemes undertaken within the framework of compulsory military service or as an alternative to such service ", the question was wherein that margin appeared to lie. The Forced Labour Convention, 1930, defined forced labour as " all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily ". It further indicated that the term did not include " any work or service exacted in virtue of compulsory military service laws for work of a purely military character ". The combination of the provisions had undoubtedly been intended to mean that work or service of other than a military character exacted under the menace of the penalties attaching to conscription, and for which the person concerned had not offered himself voluntarily, was to be regarded as forced labour. However, was all non-military work within the framework of conscription laws necessarily so exacted ? For instance some youth schemes provided young people with a voluntary option, either once they had been enrolled in the army or before, i.e. they were free to decide that, instead of doing military work (which would not be forced labour), they wished to engage in certain types of civic or communal service. It appeared to the Office that here might be a case leaving a margin of judgment ; it might be noted that Point 14 was considered to embody safeguards of particular relevance in this connection. That was not to say that the provision under discussion was perfectly drafted. It might well be that the Committee would consider it too broad and that additional safeguards were needed. The text was only a basis for discussion, and indeed for first discussion. But it had been submitted in the belief that the general terms of Convention No. 29 left room for the acceptance with all appropriate safeguards, of certain of the special schemes dealt with in the proposed instrument, even where such schemes were operated in connection with compulsory military service laws. The United Kingdom Government member observed that he was not fully satisfied with this explanation.

57. The spokesman of the Workers' members asked whether the Assistant Legal Adviser could confirm that clauses *(a)* and *(b)* of the amended text proposed by the Working Party were not in disagreement with the forced labour and employment policy Conventions. The Assistant Legal Adviser repeated that the Office was not authorised to interpret Conventions, but there was substantial evidence in Part Three, " Forced Labour ", of the *Report of the Committee of Experts on the Application of Conventions and Recommendations* submitted to

the Conference at its 52nd (1968) Session. She cited paragraph 26 : " In the first place, the definition refers to ' work or service '. The exaction of work or service may be distinguished from cases in which an obligation is imposed to undergo education or training. The principle of compulsory education is recognised in international standards as a means of securing the right to education, and it is also provided for in several ILO instruments. A similar distinction is to be found in existing international labour standards between work and vocational training. The Committee has also pointed out, in relation to the Forced Labour Convention, 1930, that a compulsory scheme of vocational training, by analogy with and considered as an extension of compulsory general education, does not constitute compulsory work or service within the meaning of the Convention. " She also referred to the two passages quoted on page 29 of Report VIII (1) submitted to the Conference at its present session.

58. In reply to further questions by the Indian Government member regarding the procedure for the supervision of the application of Recommendations, the Assistant Legal Adviser said that Recommendations did not impose an international legal obligation on governments, but the Governing Body could ask for reports on their application in accordance with article 19 of the Constitution.

59. The Workers' member of the Federal Republic of Germany put three questions to the Assistant Legal Adviser. First, who was authorised to interpret Conventions ? Second, was it, according to the Constitution of the ILO, admissible that the ILO should take a positive stand on matters of a military nature as it had done in Point 13 *(b)* ? Third, could the expression " preponderantly ", used in Point 13 *(a)*, not be interpreted to mean a proportion of 51 : 49 where 49 would constitute forced labour ? In reply to the first question the Assistant Legal Adviser explained that, according to article 37 of the Constitution, only the Inernational Court of Justice could authoritatively interpret Conventions. Second in the control machinery was the ILO's Committee of Experts on the Application of Conventions and Recommendations, which had already established an impressive body of case law. Special machinery also existed for handling complaints through the establishment of committees of inquiry. There was, furthermore, the Conference Committee on the Application of Conventions and Recommendations. In cases where States addressed requests for interpretation to the Office the latter provided all the material in its possession for clarification purposes. The second question was not easy to answer. It had already been raised at the time of the drafting of the Forced Labour Convention, 1930. At that time it had not been considered improper for the Office to touch upon military service. Clause *(b)* of the Office text was not intended to make any provision for military service. Concerning the third question, the formulation used in clause *(a)* was meant to avoid a proportion of 51 : 49. The text proposed by the Working Party was, however, more precisely worded.

60. The Workers' members withdrew their previous support for the Working Party's amendment, as they felt they would be compromising their principles if they agreed to clauses *(a)* and *(b)*. They asked for a vote on the amendment which they

themselves had submitted (see paragraph 39 above). This amendment was rejected by 1,344 votes in favour, 2,100 against, with 998 abstentions. The amendment proposed by the Working Party was then put to a vote and was adopted by 2,508 votes in favour, 1,216 against, with 2,823 abstentions. The new text of Point 13 was thus adopted. However, the Government member of Uganda expressed the reservations of his own Government together with those of the Governments of Algeria, Burundi, Cameroon, Congo (Brazzaville), Gabon, Guyana, Iran, Iraq, Liberia, Libya, Nigeria, Sudan, Tanzania and the United Arab Republic; the United States Government member restated the reservations of his Government with particular reference to clauses *(a)* and *(b)*; and the Employers' member of Italy also reserved his position.

Point 14

61. In consequence of the adoption of the amended text of Point 13 submitted by the Working Party, the Committee agreed to the deletion of Point 14. The subsequent Points of the Proposed Conclusions were renumbered accordingly.

Point 15

62. The Employers' members submitted an amendment which it was generally agreed provided a clearer and fuller wording. There were, however, several objections to use of the term "disciplinary rules" and, at the suggestion of the Ukrainian Government member, this was replaced by the term "rules of conduct". The amendment thus subamended was put to a vote and was adopted by 5,170 votes in favour, 0 against, with 494 abstentions. Point 15 was adopted as amended.

VI. Content of Schemes

Point 16

63. Point 16 was adopted subject to a minor alteration in the English text.

Point 17

64. Point 17 was adopted without change.

Point 18

65. An amendment proposed by the Workers' members and subamended by the Australian Government member to specify that the notion of "civic education" included informing participants "of the characteristics of representation and negotiation through trade unions established on a voluntary basis" was put to a vote and was adopted by 2,598 votes in favour, 2,508 against, with 452 abstentions. The Employers' members recorded their opposition on the grounds that special schemes were already overloaded and that such information, while appropriate for workers in employment, was out of place in the scheme. The Government member of Burundi observed that many developing countries did not yet have strong workers' organisations. Point 18 was adopted as amended, subject to the reservations of the Employers' members.

Point 19

66. An amendment submitted by the Workers' members was aimed at removing the reference in clause *(b)* to "good work habits and attitudes" and at strengthening clause *(d)* so as to provide that schemes should "facilitate and, as far as possible, ensure" the alternative forms of transition referred to in this clause. Put to a vote, the amendment was adopted by 2,590 votes in favour, 2,584 against, with 532 abstentions. Point 19 as a whole was adopted subject to these changes.

Point 20

67. Point 20 was adopted subject to the strengthening of the provisions of clause *(a)* by specifying that the type of scheme covered by this Point should include training rather than just "an element of" training and, in order to meet criticisms of the Workers' members, subject to the replacement in clause *(b)* of the term "work discipline" by "good work practices" as well as the deletion in the same clause of the words "good work habits and attitudes".

Point 21

68. Point 21 was adopted without change.

Point 22

69. Point 22 was adopted subject to the addition of a new clause *(d)* to provide that, also in the type of scheme covered by this Point, schemes should facilitate the subsequent employment of participants.

VII. Conditions of Service

Point 23

70. Point 23 was adopted without change.

Point 24

71. An amendment was proposed by the Government member of Switzerland for the insertion in clause *(f)* of a phrase indicating that, as far as possible, participants should be covered by normal social security provisions. Put to a vote this amendment was adopted by 2,720 votes in favour, 2,242 against, with 266 abstentions. Point 24 was adopted as amended; however, the Employers' members expressed their reservations in respect of clause *(f)* as a whole and the United States Government member reserved his Government's position concerning free medical care.

Point 25

72. An amendment submitted by the Workers' members aimed at specifying the right of participants, workers' organisations and youth organisations to be represented on bodies charged with examining grievances was put to a vote and

was rejected by 1,998 votes in favour, 3,002 against, with 38 abstentions. Point 25 was adopted without change, subject to the reservations of the Employers' members.

VIII. Administrative Arrangements

Point 26

73. The Committee decided to refer to "a single authoritative body" instead of "a single authority" and to specify that this body should be responsible for the co-ordination of schemes and for their direction. Point 26 was adopted as amended, subject to the reservations of the Government member of Nigeria and of the Employers' members.

Point 27

74. The Workers' members submitted an amendment concerning in particular the role of workers, employers and youth organisations in the bodies connected with special schemes. The Government member of the United Kingdom considered that the changes suggested would go beyond normal administrative practice, in that they would put public funds at the disposal of non-governmental agencies over which governments would have no control. Other similar criticisms were made and, to take account of these, the Workers' members introduced a subamendment to provide that the body responsible for directing and co-ordinating schemes should, as far as possible, include representatives of workers, employers and youth organisations. This was opposed by the Employers' members on the grounds that special youth schemes were a matter for which governments should take full responsibility and in relation to which tripartism did not apply, except in an advisory capacity. However, the proposal received substantial support from Government members, particularly those from developing countries, and the amendment as subamended was adopted, with the Employers' members restating their opposition. Point 27 was adopted as amended, subject to the reservations of the Government member of Nigeria and of the Employers' members.

Point 28

75. A long and involved discussion as to whether or not there should be an advisory body led finally to the adoption of a proposal that the body should "as necessary, consult voluntary agencies and authorities" responsible for the relevant fields. Point 28 was adopted as amended.

Point 29

76. At the suggestion of the Yugoslav Government member the word "co-operation" was replaced by "active participation". With this change, Point 29 was adopted.

Point 30

77. Point 30 was adopted subject to some minor drafting changes.

Points 31 and 32

78. Points 31 and 32 were adopted without change.

IX. Selection and Training of Staff

Points 33 to 36

79. Points 33 to 36 were adopted without change.

X. Assistance to Participants for Their Occupational Future

Points 37 and 38

80. Points 37 and 38 were adopted without change.

Point 39

81. Point 39 was adopted subject to two minor changes, the first being to indicate that the object was not just "integration" but "early integration" of participants in normal economic activity and the second being to alter the order of words.

Points 40 to 42

82. Points 40 to 42 were adopted without change.

XI. International Co-operation

Point 43

83. The Government member of Switzerland submitted an amendment proposing the addition of two paragraphs to draw attention to the need for careful selection and preparation of young persons from one country going to participate in economic and social development activities in another. While several members expressed sympathy with the intentions of this amendment, others had reservations concerning it, and the majority of members found the Office text adequate for the present purposes. The amendment was accordingly withdrawn. Point 43 was adopted without change.

Final Remarks

84. The Government member of Guyana expressed some disappointment with the text of the Proposed Conclusions as adopted by the Committee and the Government member of Nigeria expressed doubts as to how effective the proposed instrument would be as a guide for official policy for new schemes, since he considered many of its provisions to be unrealistic for developing countries.

85. The Government member of Canada recalled the various observations made by members regarding the difficulty that arose from attempting to deal simultaneously with two distinct categories of young persons. He requested that, before the second discussion of the proposed instrument, the Office should study what could be done in the way either of presenting two separate instruments or presenting one instrument in which the two categories of service would be more clearly distinguished.

86. The Government member of the United Kingdom suggested that the Committee of Experts on the Application of Conventions and Recommendations might be encouraged to deal with informal requests from developing countries in order to give them guidance as to whether or not specific schemes which they had in mind would be consistent with their obligations under the forced labour Conventions. This would be of help to them in applying the Recommendation when adopted.

. . . . . .

Adoption of the Report and of the Proposed Conclusions

94. The report was adopted unanimously by the Committee.

95. The Proposed Conclusions with a view to the adoption of a Recommendation concerning special youth employment and training schemes for development purposes were adopted unanimously, subject to the reservations expressed on various Points.

96. The report of the Committee, together with the Proposed Conclusions with a view to the adoption of a Recommendation concerning special youth employment and training schemes for development purposes are submitted to the Conference for consideration.

Proposed Conclusions with a View to the Adoption of a Recommendation concerning Special Youth Employment and Training Schemes for Development Purposes, Submitted by the Committee

I. Form of the Instrument

1. The instrument should be a Recommendation.

II. Preamble

2. The instrument should, in its preamble—

(a) recall the provisions of existing international labour Conventions and Recommendations on the training and employment of young persons, in particular the Unemployment (Young Persons) Recommendation, 1935, the Vocational Training Recommendation, 1962, and the Employment Policy Convention and Recommendation, 1964;

(b) indicate that special youth employment schemes and training schemes designed to give young persons the necessary skills to enable them to adapt to the pace of a changing society, constitute an approach to youth employment and unemployment problems, supplementary to those of existing instruments;

(c) note that the problems which this approach is intended to meet have only come into prominence on a wide scale in recent years; and

(d) indicate that it is important to adopt an instrument setting out the objectives, methods and safeguards of such schemes, in such manner that they would be regarded as fully consistent with earlier international labour standards, particularly those of the Forced Labour Convention, 1930, and the Abolition of Forced Labour Convention, 1957.

III. Nature of Special Schemes

3. The instrument should cover special schemes designed to enable young persons to take part in activities directed to the economic and social development of their country and to acquire education, skills and experience facilitating their subsequent economic activity on a lasting basis and promoting their participation in society.

4. Schemes which may be regarded as special schemes for the purpose of the instrument should be those which meet needs for youth employment and training not yet met by existing national educational or vocational training programmes or by normal opportunities on the employment market.

5. As appropriate to national needs and circumstances, such schemes should serve one or more of the following specific purposes:

(a) to give young persons who are educationally or otherwise disadvantaged such education, skills and work habits as are necessary for useful and remunerative economic activity and for integration into society;

(b) to stimulate the interest of young persons in national economic and social development, including agricultural and rural development;

(c) to provide useful occupation related to economic and social development for young persons who would otherwise be unemployed;

(d) to enable young persons who have educational or technical qualifications which are needed by the community for development, particularly in the economic, social, educational or health fields to use their qualifications in the service of the community.

IV. General Principles

6. (1) Special youth employment and training schemes should be developed within the framework of national development plans where these exist and should, in particular, be fully integrated with human resources plans and programmes

directed towards the achievement of full and productive employment as well as with regular programmes for the education and training of young people.

(2) Such special schemes should have an interim character to meet current and pressing economic and social needs. They should not duplicate, nor prejudice, the development of regular educational or vocational training programmes, nor be regarded as an alternative to other measures of economic policy.

7. The purposes and objectives of each scheme and the categories of participants should be clearly defined by the competent authority and should be subject to periodic review in the light of experience.

8. The essential elements of every scheme should include the safeguarding of human dignity, the development of the personality and of a sense of individual and social responsibility and the improvement of the educational and vocational qualifications and the work experience of participants.

9. Schemes should be administered without discrimination on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, and should be used for the active promotion of equality of opportunity and treatment.

10. These schemes should allow as large a number of young persons as possible to transfer to normal economic activity or to regular educational or vocational training programmes and the period of participation should accordingly be limited.

V. Participation

11. In selecting young persons to participate in schemes, selection methods should be employed which ensure that the following are taken into account:

(a) age, and education, training and work experience if any, in relation according to the nature of the scheme, to the aim of extending the opportunities of disadvantaged young persons to ability to benefit from the scheme and to ability to contribute to the scheme;

(b) mental and physical aptitude for the tasks to be performed, both as a participant and subsequently;

(c) the extent to which the experience to be acquired in the scheme is likely to enhance the further opportunities of the young persons concerned and their potential usefulness in social and economic development.

12. Age-limits for participation which are appropriate to the training offered and the work to be performed in different kinds of schemes should be specified by the competent authority. Such age-limits should take account of international labour standards regarding minimum age for admission to employment.

13. Participation in such schemes should be voluntary: Provided that, where existing international standards dealing with forced labour, vocational training and

employment policy are not contravened, exceptional methods of recruitment may be permitted. Schemes in respect of which such exceptional methods can be permitted may include—

(a) schemes of education and training involving obligatory enrolment of unemployed young people within a definite period after the age-limit of regular school attendance.

(b) schemes for young people who have previously accepted an obligation to serve as a condition of being enabled to acquire educational or technical qualifications of special value to the community for development.

14. In all schemes appropriate action should be taken to ensure that before admission each participant fully understands all the conditions of service including rules of conduct that may exist, the work content of the scheme, the required training and entitlements during the period or at the time of termination of service.

VI. Content of Schemes

15. The content of schemes should be adapted to and may vary, even within one scheme, according to the age, sex, educational and training level and capacities of the participants.

16. All schemes should include a brief initial period for—

(a) instruction in matters of importance to all participants, such as, in particular, general safety and health rules and the detailed regulations governing activities under the scheme ;

(b) accustoming participants to the conditions of life and work under the scheme and stimulating their interests ;

(c) ascertaining the participants' aptitudes with a view to placing them in the type of activity best corresponding to these aptitudes.

17. Participants in schemes should be provided, as necessary, with a complement of general education and civic education related to their needs and to the social and economic needs and aspirations of the country and should be informed of the characteristics of representation and negotiation through trade unions established on a voluntary basis.

18. Schemes designed, in whole or in part, to provide young persons who have limited opportunities with the skills necessary for useful economic activity should—

(a) concentrate on preparing participants for occupations in which they are likely to find opportunities for useful work, while giving fullest possible consideration to their occupational preferences ;

(b) provide participants with a sound basis of practical skills and related theoretical knowledge ;

(c) take account of the potential role of participants as a stimulating influence on others, and give them the qualifications necessary for such a role;

(d) facilitate and, as far as possible, ensure—

(i) transition to regular educational or vocational training programmes or to other special schemes for further education or training, particularly of those showing special abilities; or

(ii) transition to normal economic activity, in particular by measures designed to ensure the acceptability of the qualifications of participants in subsequent economic activity.

19. Schemes designed, in whole or in part, to involve young persons in economic or social development projects should—

(a) include training, at least to the extent of providing full training as required for the work to be undertaken, and training in relevant health and safety measures;

(b) aim at developing good work practices;

(c) employ participants, where possible, in fields for which they show aptitude and have some qualification.

20. Criteria for selecting work projects for the schemes referred to in the preceding point should include the following:

(a) potential contribution to expansion of economic activity in the country or region and, in particular, to expansion of subsequent opportunities for the participants;

(b) training value, with particular reference to occupations in which participants are subsequently likely to find opportunities for useful work;

(c) value as an investment in economic and social development and economic viability, including costs in relation to results;

(d) need for special means of action, implying in particular that the work of participants will not be in unfair competition with that of workers in normal employment.

21. Schemes designed to enable young persons with special educational or technical qualifications to use them in the service of the community should—

(a) employ participants in fields for which they are specially qualified or in closely related fields;

(b) supplement the qualifications of the participants, as necessary, with training in skills and methods needed for the tasks to be performed;

(c) include arrangements under which qualified guidance and advice on problems encountered in their assignment are readily available to participants;

(d) facilitate the subsequent absorption of participants into normal employment in their profession or occupation.

VII. Conditions of Service

22. The conditions of service of participants in special schemes should be clearly defined by the competent authority and should be in general harmony with the legal provisions applicable to young persons in regular training and in normal employment.

23. The conditions of service should comply at least with the following standards :

(a) the duration of service should not normally exceed two years ;

(b) certain grounds, such as medical reasons, or family or personal difficulties, should be recognised as justifying the release of participants before the expiry of the normal period of service ;

(c) the hours spent in a day and in a week on productive work and training should be so limited as to allow sufficient time for education and for rest as well as leisure activities ;

(d) in addition to adequate accommodation, food and clothing as may be appropriate to the nature of the scheme, participants should receive a payment in cash and be offered the opportunity and incentive to accumulate some savings ;

(e) in schemes with a duration of service of one year or more, participants should be granted an annual holiday, where possible with free travel to and from their homes ;

(f) as far as possible, participants should be covered by social security provisions applicable to persons working under normal contracts ; in any event there should be arrangements for free medical care of participants and for compensation in respect of incapacity or death resulting from injury or illness contracted in the scheme.

24. There should be formal procedures for appeal by participants against decisions concerning their admission or their conditions of service as well as an informal grievance procedure to deal with minor complaints.

VIII. Administrative Arrangements

25. A single authoritative body at the national level should be established by the competent authority of the member State concerned ; this body should have the responsibility for ensuring the direction and co-ordination of all special schemes.

26. This body should, as far as possible, include, in addition to government members, representatives of workers, employers and youth organisations to ensure

their active participation in the planning, operation, co-ordination, inspection and evaluation of the schemes.

27. In the performance of its task this body should, as necessary, consult voluntary agencies and authorities responsible for such relevant fields as labour, education, economic affairs, agriculture, industry and social affairs.

28. The active participation of local authorities should be sought in relation to the choice and implementation of projects within the framework of schemes.

29. When establishing schemes, sufficient financial and material resources and the necessary competent staff should be provided to ensure their full implementation. In this connection particular attention should be given to ways in which the schemes could generate their own sources of income.

30. Provision should be made for the systematic inspection and auditing of schemes.

31. Organisation at the local level should be such as to train and encourage the participants gradually to take a share in the administration of their scheme.

IX. Selection and Training of Staff

32. All schemes should include arrangements which ensure adequate supervision of participants by trained staff having access to technical and pedagogical guidance.

33. (1) In the selection of staff, emphasis should be placed not only on satisfactory qualifications for and experience in the work to be performed but also on understanding of young persons, on qualities of leadership and on adaptability.

(2) All sources of possible recruitment of staff should be explored, including the possibility of encouraging participants in a scheme who have shown qualities of leadership to prepare themselves for staff positions.

34. Training of supervisory and other technical staff should include, in addition to such instruction in vocational specialities as may be necessary, at least the following :

(a) training in instruction techniques, with particular emphasis on those used in training young persons ;

(b) basic instruction in human relations, with special reference to motivation and work attitudes ;

(c) training in work organisation, including the assignment of duties according to the abilities and training level of participants.

35. Training of administrative staff should include, in addition to such instruction in vocational specialities as may be necessary, at least the following :

(a) understanding of the objectives of the scheme and knowledge of applicable labour and youth protection legislation, and of specific rules and regulations governing the scheme ;

(b) sufficient instruction in the technical aspects of the work of the scheme ;

(c) such instruction in human relations as will facilitate good relations with supervisory and other technical staff and with participants.

X. Assistance to Participants for Their Occupational Future

36. During service in a scheme, participants should be given information and guidance to assist them in making decisions regarding their occupational future.

37. Participants showing special aptitudes should be helped in all appropriate ways to continue their education and training outside the scheme on completion of service.

38. Early integration in normal economic activity of participants after service should be sought by the employment services and all other appropriate bodies.

39. The release of participants from schemes should as far as possible be related in time and in number to the capacity of the economy to absorb new entrants into gainful activity.

40. Assistance, wherever possible through existing institutions, to former participants who establish themselves on their own account, or as members of a group, might include—

(a) promotion of access to credit, marketing and saving facilities ;

(b) continuing contact to provide encouragement and necessary technical managerial advice ;

(c) in the case of co-operatives, financial and administrative aid as provided for in the Co-operatives (Developing Countries) Recommendation, 1966.

41. To the extent that resources permit, participants should receive on satisfactory completion of service a payment in cash or a payment in kind, such as a tool-kit, designed to assist their establishment in normal economic activity.

XI. International Co-operation

42. As regards schemes under which young persons from one country participate in activities directed to the development of another country, the competent authorities and bodies concerned should apply the relevant provisions of the Recommendation as fully as possible in respect of matters within their jurisdiction and should co-operate with each other with a view both to ensuring the application of such provisions to matters requiring joint action and to resolving any difficulties which may arise in connection with such application.

Discussion by the Conference in Plenary Sitting

The report of the Committee on Youth Schemes and the Proposed Conclusions were discussed by the Conference in its 33rd plenary sitting on 23 June 1969.

Mr. de Merlis (Government adviser, Canada; Reporter of the Committee) submitted the report.

The general discussion concerning special youth employment and training schemes for development purposes had revealed that this subject was of burning topicality, particularly in the developing countries. Those countries, as was stressed by many speakers, were faced with problems which some of them described as frightening. These problems, the result of the population explosion, were reflected in the very high proportion of young people in the population, and the number reaching school-leaving age was constantly increasing. Many of these young people had never been to school, or had received an inadequate education and they did not have sufficient training to perform a useful job of work. The number of jobs was increasing only very slowly. Thus many young people remained unemployed or eked out a precarious existence in low-productivity occupations. Persons who had benefited from secondary or higher education often became isolated from their environment without becoming equipped to contribute to the development of their countries.

It was to meet this situation that a number of countries had in recent years drawn up various types of programmes with a view to providing work and training for these young people and at the same time to enabling them to play a part in the social and economic development of their countries. The reason why these schemes were called "special" was that they differed both from normal training schemes and from adult education programmes and involved arrangements which were not the same as those normally followed in work relationships. This question had been placed on the agenda of the Conference with a view to drawing up broad guidelines to govern such schemes and their objectives, the conditions applying to participants, the methods of combining work and training, and the administrative and technical organisation of the schemes as well as their integration in national social and economic development programmes.

While, broadly speaking, there had been no deep-rooted divergences of views in the Committee there was one point in respect of which a wording had not been found which would satisfy the whole Committee; that was the question of how far governments could, if necessary, have recourse to forms of compulsory recruitment and the extent to which such recruitment was compatible with the forced labour Conventions. Some members had felt that the programmes should be based only on voluntary participation. Others were satisfied with the Office text, which provided that participation could be compulsory subject to the scheme complying with the terms of the proposed Recommendation in the following cases: first, schemes consisting preponderantly of educational and training activities; secondly, schemes undertaken within the framework of compulsory military service or as an

alternative to such services ; and, thirdly, schemes for young persons who have had the opportunity of acquiring educational or technical qualifications which are needed by the community for development. The majority had finally reached agreement on a compromise solution designed to be of benefit to developing countries without infringing the principles of the ILO. Point 13 of the Proposed Conclusions suggested that exceptional methods of recruitment might be permitted in the case of, first, schemes of education and training involving obligatory enrolment of unemployed young people within a definite period after the age-limit of regular school attendance, and, secondly, schemes for young people who had previously accepted an obligation to serve as a condition of being enabled to acquire education or technical qualifications of special value to the community for development. This same majority, on the other hand, had not considered compulsory schemes organised within the framework of compulsory military service or as an alternative to such service acceptable.

A number of Government members had been strongly opposed to this compromise solution. Some had said that no alternative to voluntary service could be tolerated. Others had felt that the Office text was more realistic and took more closely into account the situation in a number of developing countries. The Government member of the United Kingdom had suggested that the Committee of Experts on the Application of Conventions and Recommendations should be encouraged to express its views, at the request of governments of developing countries, as to the compatibility of special schemes with the forced labour Conventions.

The other changes made in the Office text had aroused less controversy. One of the most important of them, about which the Employers' members and one Government member expressed reservations, concerned the composition of the body to be responsible for the direction and the co-ordination of youth schemes. The Employers' members were against the idea that participants in schemes should be informed of the characteristics of representation and negotiation through trade unions established on a voluntary basis. The Workers' members, for their part, wished to have deleted a reference to good work habits. On a number of points some members had asked the secretariat to examine the possibility of making provisions clearer or more in conformity with existing practice. The question also arose whether it might not be better to deal separately with various types of schemes when there was an appreciable difference in their objectives.

Mr. Phiri (Employers' delegate, Zambia ; Vice-Chairman of the Committee) said that the Committee had had a full discussion on this problem, which was very important for the developing countries and which was growing at a frightening rate with no solution in view. It had been difficult to view the problem either as an Employer, a Worker or even a Government member. This was a national problem which must be viewed as such. The Employers' members had a few reservations. They did not entirely agree with Point 17 where it was stated that participants in schemes should be informed of the characteristics of representation and negotiation through trade unions, as these young people were not yet actually in the economic

sector of employment. Special schemes were a government duty and the government must shoulder its responsibilities. The second reservation concerned the deletion by a very narrow margin of the phrase (Point 19 *(b)* of the Office text) "as well as good work habits and attitudes"; they felt that this question of work habits was very important in any training scheme. Their third objection concerned the reference to social security in Point 23 *(f)* of the Proposed Conclusions submitted by the Committee, which they considered unrealistic; developing countries could not provide social security if the necessary resources were simply not there. The fourth point which they questioned concerned the administrative arrangements set out in Points 25, 26 and 27. The only competent authority which could look after these schemes effectively was the central government; if there were too many authorities involved there would be a great deal of red tape, with people spending more time on administrative work than in getting on with the job. Governments should be looked upon as the central organisation for the whole youth scheme. Employers and workers would like to have their say, but this should be in an advisory capacity only. As regards the controversial issue of Point 13, he had some sympathy with those from the developing countries who voiced their dissent. The Italian Employers' member, would abstain as long as there was provision for any form of compulsion. Subject to these reservations the Employers' members accepted the Proposed Conclusions and the report.

Mr. Narayanan (Workers' adviser, Malaysia; Vice-Chairman of the Committee) said that the Workers' members shared some of the anxieties which the leaders of the developing countries had at the present time, but standards must not be lowered. When standards are set they must be ones which can be applied both by developed and developing countries. The Workers' members had expressed their reservations and these were recorded in the report. Because they believed in majority rule they were prepared to accept the Proposed Conclusions as they stood, but they would raise their reservations again during the second discussion. As regards Point 13, the Workers' members wanted schemes to be voluntary, and he feared that para-military schemes would not attract international support. As regards administration, the workers' organisations wished to participate, not with a view to conducting negotiations, but as citizens. Social security they regarded as a fundamental point.

Mr. Okot (Government adviser, Uganda) speaking on behalf of Algeria, Burundi, Cameroon, Congo (Brazzaville) Gabon, Guyana, Iran, Iraq, Liberia, Libya, Nigeria, Sudan, Tanzania, Togo, Uganda and the United Arab Republic reserved the position of these countries as regards Point 13 in the Proposed Conclusions. They wanted to retain Points 13 and 14 of the original Office text. Point 13 of the original text would permit compulsory participation in youth schemes where the national interest required it. The Committee's Point 13 was too restrictive in its terms, and would be unworkable in developing countries which were being urged to create these schemes. The primary interest of these countries was in voluntary participation, and they were not asking for a blank cheque to embark on getting cheap and forced labour through the back door. They were

simply being realistic in trying to provide a safety valve that would permit an element of compulsion in operating special youth schemes in exceptional circumstances when national interests required it. Furthermore, young persons at times required firm guidance in matters of employment and training schemes. The Assistant Legal Adviser had made it clear to the members of the Committee that Points 13 and 14 of the Office text were not incompatible with the Forced Labour Convention, 1930 (No. 29), the Abolition of Forced Labour Convention, 1957 (No. 105), or other international standards. Special youth schemes were only an interim measure and the ultimate goal of every nation must be to introduce a proper educational system and economic development to provide adequate employment. Youth schemes must be fitted into the framework of national development for the betterment of the community as a whole. Although at present there would seem to be more young persons than there are places available for them, a situation might arise that would necessitate the use of some measure of compulsion to recruit the right type of youth. Points 13 and 14 of the Office text reflected the consensus of member States drawn from their replies to the Office questionnaire.

Mr. Padley (Workers' adviser, United Kingdom) considered Point 13 the most vital Point in the text. The Workers' members' amendment had been aimed at stating simply that participation in such schemes should be voluntary, but this amendment had not been carried. They appreciated the problems of unemployment among persons under 25 years of age in the developing countries and believed that a bold youth programme was called for. However, they did not agree that compulsion was the answer. In a number of countries the problem was that the number of places available was too small to cater for the vast number of volunteers. They did not believe that persons would learn against their will. The developing countries had failed, in the view of the Workers' members, to state a complete case for compulsion. The Workers' members believed that compulsory schemes could only lead to exploitation and to political and military coercion.

Mr. Bordadin (Government adviser, USSR) considered that the need to seek useful productive employment for young persons in the developing countries would be one of the most important ones in the coming years and that the Proposed Conclusions were an acceptable basis for the preparation of an international instrument on the subject. However, they also contained weak points such as Points 13 and 29. Point 13 would offer scant assistance to the developing countries in setting up special youth schemes. The best thing would be to restore the text of Point 13 as drafted by the Office. Point 29 of the instrument was also very important because it determined the financial basis of youth schemes. The Workers' members had introduced an amendment which would have improved this financial basis, but it had not been adopted. In carrying out special programmes for young persons, the interests of the State, the workers and also the employers were concerned.

Mr. Vercellino (Workers' adviser, Italy) considered that certain Government and Employers' members had wanted to provide too much in the instrument.

Obviously the schemes had to be adapted to the circumstances and needs of the country concerned, but the Workers' members could not conceive of employment programmes where work would become either partially or completely obligatory. He did not think that, as regards the question of the voluntary nature of such schemes, or the inclusion in courses of the rudiments of collective bargaining and trade union practices, or the participation of representatives of workers or youth organisations, the Proposed Conclusions were negative. The fact of envisaging the participation of representatives of workers and young persons in the formulation of schemes was something new as regards solving employment and manpower problems, and he felt that provision should be made as soon as possible for the drafting of a Recommendation on procedures for the consultation of and participation by workers' and trade union representatives in decision-making on the problems of employment, emigration and economic and social development in general.

Mr. Shehata (Government delegate, United Arab Republic) recalled the circumstances in which this subject had first been taken up at the 46th Session of the Conference, the research which had been undertaken on schemes and their relationship with existing international labour standards, and the general tenor of the replies of governments to the Office questionnaire. He regretted that the Committee had redrafted Point 13 in a way which no longer corresponded to the needs of the developing countries, and that it had cut out Point 14 which had provided that, in cases where participation was on a compulsory basis, participants should to the greatest possible extent be given a free choice among different available forms of activity and different regions, due account being taken in their assignment of their qualifications and aptitudes. He had hoped that this session of the Conference would provide guidance to the developing countries on ways in which they could lead their youth towards productive employment within the framework of the World Employment Programme. In his country each year tens of thousands of young people did not proceed beyond primary school and needed training to enter productive employment. And thousands of doctors, engineers and teachers graduated each year but did not go to the rural areas where their services were most needed. He considered that the best way to meet these problems was by envisaging the possibility, exceptionally, of the principle of obligation as set out in Points 13 and 14 of the Office text. He asked the Office to continue study of the subject of the compatibility of compulsion with existing international labour standards in preparation for the second discussion.

Mr. Merani (Government adviser, India) said that young persons on the threshold of employment had many problems which required immediate attention. To give this matter low priority would be a wrong policy. The ILO must consult with other United Nations agencies and decide how to deal with the problems of youth in the developing countries in particular. He urged the Director-General to take steps urgently for the establishment of an ILO programme to deal with the problems of youth on the threshold of employment, in the same way as the ILO now had a rural development programme to deal with the problems of rural

communities and a management development programme to deal with the problems of the management of undertakings. The Director-General would need to take into account the ILO's World Employment Programme, as well as its rural development programme and its other major activities. He had made this proposal to the Committee, which had endorsed it with the support of the Workers' members, the Employers' members and a very large number of Government members. Young people were demanding a rethinking of established policies and practices. The ILO must think about their problems, which were the problems of society and the democratic way of life.

Mr. Murín (Government adviser, Czechoslovakia) said that in some Points in the Proposed Conclusions the new wording caused great dissatisfaction to many persons, particularly to the representatives of the developing countries. It would be improper not to support that view, because it was that of many millions of young people without work and without prospects. One should not regard things only from one's own point of view in seeking to work out an international instrument to promote more rapid economic and social progress in the whole world, particularly in those areas where it is most necessary for men and women to be able to live in peace and hope. Therefore, while rejecting forced or compulsory labour, he supported Point 13 of the Office text. He maintained that these two things were not mutually incompatible.

Mr. Viehof (Workers' adviser, Federal Republic of Germany) explained the reasons why the Workers' members had come out in favour of voluntary action in Point 13. The history of the labour movement showed that workers almost everywhere had suffered the same fate as that now afflicting the populations of the developing countries. The workers had struggled for a hundred years to reach the standards now laid down in the ILO. The 1930 and 1957 Conventions on forced labour and the abolition of forced labour were the Conventions which had released the workers from slavery. If anything were done to undermine these two Conventions, it would be intolerable for the workers.

Mr. Tomašević (Government adviser, Yugoslavia) considered the final results satisfactory. The document represented a summing-up of the different viewpoints expressed though it did not reflect a unanimous view. The Yugoslav delegation considered that certain problems required particular attention, study and reflection before the second discussion. First of all, could such youth schemes help to solve the problems posed by the flight from the land ? Yes, but this should not be the main aim and extreme circumspection would be needed. Secondly, the problem of participation : the choice of employment must be voluntary, but had everything been done to inform young people of the facilities available for their training as individuals and as members of society ? Further thought should be given to this matter. The problem of administration also required further study, in particular when the government was not the sole administrator of these schemes. Also, where was the money to come from ? This was a major difficulty and further reflection was needed, if there was to be no misunderstanding during later discussions. The ILO should undertake additional consultations with governments which had

expressed a particular interest in the subject, and also with employers' and workers' organisations.

Mr. Delaney (Government delegate, United States) stated the position of the United States Government, namely that as long as there remained any doubt that the instrument envisaged might admit forms of service contravening existing international standards the United States Government could not support it. He considered that a reversion to the relevant portion of the original Office draft would justify such doubt. At the same time he stressed his Government's concern for the problems of developing societies. Developing societies confronted, on the one hand, the serious consequences of population expansion, a great increase in the numbers of young people, a scarcity of ready employment, and problems of the unskilled and the underprivileged. On the other hand, there were the realities of scarce material resources and pressing national requirements of societies in rapid evolution. It was clear why representatives of developing countries felt an urgent need for clarification of questions arising about the compatibility with existing international labour standards of some youth employment and training schemes. Efforts had been made to examine the specific needs requiring exceptional approaches in the programmes under consideration. Little such explanation had been forthcoming. The Office should use the coming months to clarify yet further the needs, the facts and the issues, and to continue the search for approaches to the urgent requirements of countries for national youth schemes. Much of the Committee's time had been devoted to discussion of Point 13 of the Office text, and its report reflected the majority in reconciling the views of developing countries with those who feared that the original text might have left the way open for practices conflicting with existing labour standards. If there was in fact a conflict with existing standards, a more satisfactory way of resolving it might be to seek a review of the relevant international standards, recognising that developing societies needed to move rapidly towards a solution of the problems of development and youth training and employment. However, such a decision was not called for under present circumstances.

Mr. de la Cruz (Government delegate, Philippines) reserved the position of his Government on Point 13. It believed that all schemes should be entirely voluntary.

Miss Green (Government adviser, United Kingdom) said that her Government considered that the wide measure of authority for compulsion contained in the Office text raised a difficulty in relation to the standards laid down in the Forced Labour Convention, 1930 (No. 29), and the Abolition of Forced Labour Convention, 1957 (No. 105). The Committee of Experts on the Application of Conventions and Recommendations had from time to time accepted that certain educational or training activities involving a measure of compulsion were not forced labour. Similarly, some activities of a civilian kind undertaken within the framework of compulsory military service were also not forced labour. But these views had been expressed after a careful and detailed consideration of the merits of particular schemes, and the Committee of Experts had not evolved any general

rule covering all such marginal activities. Point 13, as approved by a majority of the Committee, met the two aims of recognising the basic problems arising from special youth schemes and of ensuring that such schemes were consistent with the Conventions on forced labour. The subject was too important for snap judgments or for a loosely worded instrument.

* * *

No objections having been raised, the Conference adopted the Committee's report and, having noted the reservations made in the course of the discussion, then also adopted the Proposed Conclusions.

CHAPTER II

PROPOSED TEXT

The text of the proposed Recommendation which is given at the end of this chapter is based on the Conclusions adopted by the Conference following the first discussion at its 53rd Session.

On examination of the Conclusions adopted by the Conference, and taking into account the various observations made in the course of the Committee's proceedings and the discussion in plenary sitting, it was considered that the text should be rearranged so as to distinguish more clearly between the two major categories of special schemes: those catering for disadvantaged youth and those catering for service by youth having educational and technical qualifications. A rearrangement was also considered desirable with a view to establishing a more logical order of the text. The following is a summary of the most important modifications made.

Part I, "Nature of Special Schemes", defines the scope of the proposed Recommendation and indicates the two major categories of special schemes. In Part. II, "General Principles", all the basic provisions applicable to all special schemes have been grouped. Parts III and IV contain those provisions which are applicable to each of the two major categories of schemes. Part V, "Administrative Arrangements", and Part VI, "International Co-operation", again treat of all special schemes.

A number of minor drafting changes resulted from the regrouping of the Paragraphs.

Preamble

The Preamble is drafted in the standard form.

Paragraph 1

Subparagraph (1) corresponds to Point 3 of the Proposed Conclusions. Subparagraph (2) was introduced in order to facilitate the drafting of subsequent provisions.

Paragraph 2

Paragraph 2 combines Point 4 and clause *(d)* of Point 5 of the Proposed Conclusions and sets out the two major categories of special schemes.

Paragraph 3

Paragraph 3 corresponds to Point 6 of the Proposed Conclusions; a drafting change which had been adopted by the Committee but omitted in error from the text submitted to the Conference has been restored.

Paragraph 4

Paragraph 4 corresponds to Point 9 of the Proposed Conclusions.

Paragraph 5

Paragraph 5 corresponds to Point 7 of the Proposed Conclusions.

Paragraph 6

Paragraph 6 corresponds to Point 13 of the Proposed Conclusions. A change has been made in subparagraph (1). As adopted by the Conference, the text permitted the use of exceptional methods of recruitment " where existing international standards dealing with forced labour, vocational training and employment policy are not contravened ". This wording gives rise to some technical legal difficulties. First, it appears to attach equal importance to obligations arising from Conventions which have received a large number of ratifications, such as the forced labour Conventions, and to provisions contained in certain Recommendations. Second, it includes reference to two Recommendations—the Vocational Training Recommendation, 1962, and the Employment Policy Recommendation, 1964—which are highly technical in nature and only indirectly relevant to the subject-matter of the present instrument ; this could create substantial difficulties for governments called upon to determine whether the standards in question are, or are not, being contravened. Finally, the concept of " contravention " does not make the necessary distinction between States which are, by virtue of ratification, formally bound by the standards contained in the relevant Conventions, and those which are not. The wording of the proposed text is designed to overcome these difficulties, while at the same time giving effect to the intent of the Conference that there should be no violation of the forced labour and employment policy Conventions.

Paragraph 7

Paragraph 7 corresponds to Point 22 of the Proposed Conclusions, with minor drafting amendments.

Paragraph 8

Paragraph 8 corresponds to Point 24 of the Proposed Conclusions.

Paragraph 9

Paragraph 9 corresponds to Point 5, clauses *(a)*, *(b)* and *(c)* of the Proposed Conclusions. A small drafting change has been introduced into the introductory sentence for greater clarity.

Paragraph 10

Paragraph 10 corresponds to Point 8 of the Proposed Conclusions.

Paragraphs 11 and 12

Paragraphs 11 and 12 correspond to Points 11 and 12 of the Proposed Conclusions.

Paragraph 13

Paragraph 13 corresponds to Point 10 of the Proposed Conclusions.

Paragraphs 14 to 20

Paragraphs 14 to 20 correspond to Points 14 to 20 of the Proposed Conclusions.

Paragraph 21

Paragraph 21 corresponds to Point 23 of the Proposed Conclusions.

Paragraphs 22 to 31

Paragraphs 22 to 31 correspond to Points 32 to 41 of the Proposed Conclusions.

Paragraph 32

Paragraph 32 corresponds in essence to Point 5, clause *(b)* of the Proposed Conclusions but has been reworded so as to fit the category of educated youth.

Paragraphs 33 to 35

Paragraphs 33 to 35 correspond to Point 21, clauses *(a)* to *(c)* respectively of the Proposed Conclusions.

Paragraph 36

Paragraph 36 corresponds to Point 23 of the Proposed Conclusions, except for the following modifications : clause *(c)* of Point 23 has been omitted as not being applicable to this category of special schemes. Clause *(d)* of Point 23 (clause *(c)* of Paragraph 36 of the Proposed Recommendation) has been redrafted to fit this category of schemes.

Paragraph 37

Paragraph 37 corresponds to Point 21, clause *(d)* of the Proposed Conclusions.

Paragraphs 38 to 44

Paragraphs 38 to 44 correspond to Points 25 to 31 of the Proposed Conclusions.

Paragraph 45

Paragraph 45 corresponds to Point 42 of the Proposed Conclusions.

Proposed Recommendation concerning Special Youth Employment and Training Schemes for Development Purposes

The General Conference of the International Labour Organisation,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Fifty-fourth Session on 3 June 1970, and

Recalling the provisions of existing international labour Conventions and Recommendations on the training and employment of young persons, in particular the Unemployment (Young Persons) Recommendation, 1935, the Vocational Training Recommendation, 1962, and the Employment Policy Convention and Recommendation, 1964, and

Considering that special youth employment schemes and training schemes designed to give young persons the necessary skills to enable them to adapt to the pace of a changing society, constitute an approach to youth employment and unemployment problems, supplementary to those of existing instruments, and

Noting that the problems which this approach is intended to meet have only come into prominence on a wide scale in recent years, and

Considering that it is important to adopt an instrument setting out the objectives, methods and safeguards of such schemes, in such manner that they would be regarded as fully consistent with earlier international labour standards, particularly those of the Forced Labour Convention, 1930, and the Abolition of Forced Labour Convention, 1957, and

Having decided upon the adoption of certain proposals with regard to special youth employment and training schemes for development purposes, which is the sixth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation,

adopts this day of June of the year one thousand nine hundred and seventy the following Recommendation, which may be cited as the Special Youth Schemes Recommendation, 1970 :

I. Nature of Special Schemes

1. (1) This Recommendation applies to special schemes designed to enable young persons to take part in activities directed to the economic and social development of their country and to acquire education, skills and experience facilitating their subsequent economic activity on a lasting basis and promoting their participation in society.

(2) These schemes are hereinafter referred to as " special schemes ".

2. The following may be regarded as special schemes for the purpose of this Recommendation :

(a) schemes which meet needs for youth employment and training not yet met by existing national educational or vocational training programmes or by normal opportunities on the employment market ;

(b) schemes which enable young persons who have educational or technical qualifications which are needed by the community for development, particularly in the economic, social, educational or health fields, to use their qualifications in the service of the community.

II. General Principles

3. (1) Special schemes should be developed within the framework of national development plans where these exist and should, in particular, be fully integrated

with human resources plans and programmes directed towards the achievement of full and productive employment as well as with regular programmes for the education and training of young people.

(2) Special schemes should have an interim character to meet current and pressing economic and social needs. They should not duplicate or prejudice the development of regular educational or vocational training programmes nor be regarded as an alternative to other measures of economic policy.

4. Special schemes should be administered without discrimination on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, and should be used for the active promotion of equality of opportunity and treatment.

5. The purposes and objectives of each special scheme and the categories of participants should be clearly defined by the competent authority and should be subject to periodic review in the light of experience.

6. (1) Participation in special schemes should be voluntary: Provided that, subject to full regard being had to the terms of existing international labour Conventions on forced labour and employment policy, exceptional methods of recruitment may be permitted.

(2) Schemes in respect of which exceptional methods may be so permitted may include—

(a) schemes of education and training involving obligatory enrolment of unemployed young people within a definite period after the age-limit of regular school attendance;

(b) schemes for young people who have previously accepted an obligation to serve as a condition of being enabled to acquire educational or technical qualifications of special value to the community for development.

7. The conditions of service of participants in special schemes should be clearly defined by the competent authority and should be in general harmony with the legal provisions applicable to young persons in regular training or in normal employment.

8. There should be formal procedures for appeal by participants against decisions concerning their admission or their conditions of service, as well as an informal grievance procedure to deal with minor complaints.

III. Schemes Which Meet Needs for Youth Employment and Training Not Yet Met by Existing National Educational or Vocational Training Programmes or by Normal Opportunities on the Employment Market

A. *Purposes*

9. As appropriate to national needs and circumstances, special schemes to which this Part of this Recommendation applies should serve one or more of the following specific purposes:

(a) to give young persons who are educationally or otherwise disadvantaged such education, skills and work habits as are necessary for useful and remunerative economic activity and for integration into society;

(b) to stimulate the interest of young persons in national economic and social development, including agricultural and rural development ;

(c) to provide useful occupation related to economic and social development for young persons who would otherwise be unemployed.

10. The essential elements of every special scheme should include the safeguarding of human dignity, the development of the personality and of a sense of individual and social responsibility and the improvement of the educational and vocational qualifications and the work experience of participants.

B. *Participation*

11. In selecting young persons to participate in special schemes, selection methods should be employed which ensure that the following are taken into account :

(a) age, and education, training and work experience if any, in relation, according to the nature of the scheme, to the aim of extending the opportunities of disadvantaged young persons, to ability to benefit from the scheme and to ability to contribute to the scheme ;

(b) mental and physical aptitude for the tasks to be performed, both as a participant and subsequently ;

(c) the extent to which the experience to be acquired in the scheme is likely to enhance the further opportunities of the young persons concerned and their potential usefulness in social and economic development.

12. Age-limits for participation which are appropriate to the training offered and the work to be performed in different kinds of special schemes should be specified by the competent authority, taking account of international labour standards regarding minimum age for admission to employment.

13. Special schemes should allow as large a number of young persons as possible to transfer to normal economic activity or to regular educational or vocational training programmes and the period of participation should accordingly be limited.

14. In all special schemes appropriate action should be taken to ensure that before admission each participant fully understands all the conditions of service, including rules of conduct that may exist, the work content of the scheme, the required training and entitlements during the period and at the time of termination of service.

C. *Content of Special Schemes*

15. The content of special schemes should be adapted to and may vary, even within one scheme, according to the age, sex, educational and training level and capacities of the participants.

16. All special schemes should include a brief initial period for—

(a) instruction in matters of importance to all participants, such as, in particular, general safety and health rules and the detailed regulations governing activities under the scheme ;

(b) accustoming participants to the conditions of life and work under the scheme and stimulating their interests ;

(c) ascertaining the participants' aptitudes with a view to placing them in the type of activity best corresponding to these aptitudes.

17. Participants in special schemes should be provided, as necessary, with a complement of general education and civic education related to their needs and to the social and economic needs and aspirations of the country and should be informed of the characteristics of representation and negotiation through trade unions established on a voluntary basis.

18. Special schemes designed, in whole or in part, to provide young persons who have limited opportunities with the skills necessary for useful economic activity should—

(a) concentrate on preparing participants for occupations in which they are likely to find opportunities for useful work, while giving fullest possible consideration to their occupational preferences ;

(b) provide participants with a sound basis of practical skills and related theoretical knowledge ;

(c) take account of the potential role of participants as a stimulating influence on others, and give them the qualifications necessary for such a role ;

(d) facilitate and, as far as possible, ensure—

(i) transition to regular educational or vocational training programmes or to other special schemes for further education or training, particularly of those showing special abilities ; or

(ii) transition to normal economic activity, in particular by measures designed to ensure the acceptability of the qualifications of participants in subsequent economic activity.

19. Special schemes designed, in whole or in part, to involve young persons in economic or social development projets should—

(a) include training, at least to the extent of providing full training as required for the work to be undertaken, and training in relevant health and safety measures ;

(b) aim at developing good work practices ;

(c) employ participants, where possible, in fields for which they show aptitude and have some qualification.

20. Criteria for selecting work projects for the special schemes referred to in Paragraph 19 should include the following :

(a) potential contribution to expansion of economic activity in the country or region and, in particular, to expansion of subsequent opportunities for the participants ;

(b) training value, with particular reference to occupations in which participants are subsequently likely to find opportunities for useful work ;

(c) value as an investment in economic and social development and economic viability, including costs in relation to results ;

(d) need for special means of action, implying in particular that the work of participants will not be in unfair competition with that of workers in normal employment.

D. *Conditions of Service*

21. The conditions of service should comply at least with the following standards :

(a) the duration of service should not normally exceed two years ;

(b) certain grounds, such as medical reasons, or family or personal difficulties, should be recognised as justifying the release of participants before the expiry of the normal period of service ;

(c) the hours spent in a day and in a week on productive work and training should be so limited as to allow sufficient time for education and for rest as well as leisure activities ;

(d) in addition to adequate accommodation, food and clothing as may be appropriate to the nature of the special scheme, participants should receive a payment in cash and be offered the opportunity and incentive to accumulate some savings ;

(e) in special schemes with a duration of service of one year or more, participants should be granted an annual holiday, where possible with free travel to and from their homes ;

(f) as far as possible, participants should be covered by social security provisions applicable to persons working under normal contracts ; in any event there should be arrangements for free medical care of participants and for compensation in respect of incapacity or death resulting from injury or illness contracted in the special scheme.

E. *Selection and Training of Staff*

22. All special schemes should include arrangements which ensure adequate supervision of participants by trained staff having access to technical and pedagogical guidance.

23. (1) In the selection of staff, emphasis should be placed not only on satisfactory qualifications for and experience in the work to be performed but also on understanding of young persons, on qualities of leadership and on adaptability.

(2) All sources of possible recruitment of staff should be explored, including the possibility of encouraging participants in a special scheme who have shown qualities of leadership to prepare themselves for staff positions.

24. Training of supervisory and other technical staff should include, in addition to such instruction in vocational specialities as may be necessary, at least the following :

(a) training in instruction techniques, with particular emphasis on those used in training young persons ;

(b) basic instruction in human relations, with special reference to motivation and work attitudes ;

(c) training in work organisation, including the assignment of duties according to the abilities and training level of participants.

25. Training of administrative staff should include, in addition to such instruction in vocational specialities as may be necessary, at least the following :

(a) understanding of the objectives of the special scheme and knowledge of applicable labour and youth protection legislation, and of specific rules and regulations governing the scheme ;

(b) sufficient instruction in the technical aspects of the work of the scheme ;

(c) such instruction in human relations as will facilitate good relations with supervisory and other technical staff and with participants.

F. *Assistance to Participants for Their Occupational Future*

26. During service in a special scheme, participants should be given information and guidance to assist them in making decisions regarding their occupational future.

27. Participants showing special aptitudes should be helped in all appropriate ways to continue their education and training outside the special scheme on completion of service.

28. Early integration in normal economic activity of participants after service should be sought by the employment services and all other appropriate bodies.

29. The release of participants from special schemes should as far as possible be related, in time and in number, to the capacity of the economy to absorb new entrants into gainful activity.

30. Assistance, wherever possible through existing institutions, to former participants who establish themselves on their own account, or as members of a group, might include—

(a) promotion of access to credit, marketing and saving facilities ;

(b) continuing contact to provide encouragement and necessary technical managerial advice ;

(c) in the case of co-operatives, financial and administrative aid as provided for in the Co-operatives (Developing Countries) Recommendation, 1966.

31. To the extent that resources permit, participants should receive on satisfactory completion of service a payment in cash or a payment in kind, such as a tool-kit, designed to assist their establishment in normal economic activity.

IV. Schemes Which Enable Young Persons Who Have Educational or Technical Qualifications Which are Needed by the Community for Development to Use Their Qualifications in the Service of the Community

32. Special schemes to which this Part of this Recommendation applies should stimulate the interest of young persons in the economic and social development of their country and develop a sense of responsibility to the community.

33. Participants should be employed in fields for which they are specially qualified or in closely related fields.

34. As necessary, the qualifications of participants should be supplemented with training in skills and methods needed for the tasks to be performed.

35. Arrangements should be made under which qualified guidance and advice on problems encountered in their assignment are readily available to participants.

36. The conditions of service should comply at least with the following standards :

(a) the duration of service should not normally exceed two years ;

(b) certain grounds, such as medical reasons, or family or personal difficulties, should be recognised as justifying the release of participants before the expiry of the normal period of service ;

(c) in addition to adequate board and lodging as may be appropriate to the nature of the special scheme, participants should receive an appropriate remuneration ;

(d) in special schemes with a duration of service of one year or more, participants should be granted an annual holiday, where possible with free travel to and from their homes ;

(e) as far as possible, participants should be covered by social security provisions applicable to persons working under normal contracts ; in any event there should be arrangements for free medical care of participants and for compensation in respect of incapacity or death resulting from injury or illness contracted in the special scheme.

37. Measures should be taken to facilitate the absorption of participants, after termination of service, into normal employment in their profession or occupation.

V. Administrative Arrangements

38. A single authoritative body at the national level should be established by the competent authority of the member State concerned ; this body should have the responsibility for ensuring the direction and co-ordination of all special schemes.

39. This body should as far as possible include, in addition to government members, representatives of workers', employers' and youth organisations so as to ensure their active participation in the planning, operation, co-ordination, inspection and evaluation of the special schemes.

40. In the performance of its task this body should, as necessary, consult voluntary agencies and authorities responsible for such relevant fields as labour, education, economic affairs, agriculture, industry and social affairs.

41. The active participation of local authorities should be sought in relation to the choice and implementation of projects within the framework of special schemes.

42. When establishing special schemes, sufficient financial and material resources and the necessary competent staff should be provided to ensure their full implementation. In this connection particular attention should be given to ways in which the schemes could generate their own sources of income.

43. Provision should be made for the systematic inspection and auditing of special schemes.

44. Organisation at the local level should be such as to train and encourage the participants gradually to take a share in the administration of their scheme.

VI. International Co-operation

45. As regards special schemes under which young persons from one country participate in activities directed to the development of another country, the competent authorities and bodies concerned should apply the relevant provisions of this Recommendation as fully as possible in respect of matters within their jurisdiction and should co-operate with each other with a view both to ensuring the application of such provisions to matters requiring joint action and to resolving any difficulties which may arise in connection with such application.